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STATE OF WASHINGTON

Second Message

of

Governor Ernest Lister

to the

Fourteenth Legislature
1915

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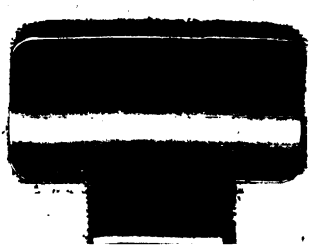

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STATE OF WASHINGTON.

EXECUTIVE DEPARTMENT.

OLYMPIA, WASHINGTON, January 12, 1915.

Gentlemen of the Senate and House of Representatives:

The Constitution of the State of Washington provides that the Governor: "shall communicate at every session by message to the Legislature the condition of the affairs of the state, and recommend such measures as he shall deem expedient for their action." Complying with this provision of the Constitution, I have the honor now to submit to you, the members of the Fourteenth Legislature, a partial history of the condition of the state's affairs at the present time and also to present my views covering needed legislation.

FINANCES.

The following is a statement of the moneys received by me as Governor and transmitted to the State Treasurer, from January 15th, 1913, up to and including December 31st, 1914:

Notary fees from 2,247 applicants		$22,470 00
Commissioner of Deed fees from 3 applicants		15 00
From Federal Government as National aid to Soldiers' Home, Orting	$59,818 49	
Veterans' Home, Port Orchard	48,088 36	107,906 85
From Federal Government on 5% refund of sales of Public Lands		1,804 75
From Federal Government for refund on Forest Reserves Revenue		68,747 23
From States requiring extradition fees of other states		169 00
From W. G. Murray, certified copy of notary public commission	$1 00	
From George Everett, witness fees in case of State vs. Peter Miller	23 00	
From Sheriff of Yakima county as refund extradition expenses in case of State vs. Peter Arehart	101 90	
From M. E. Hay	5 00	130 90
Total		$201,243 73

I also had on hand on December 31st, 1914, a balance of $2,614.50 in two of the Military funds of the State, which are handled by this department.

On January 15, 1913, the day I assumed office, there was an overdraft of $450,555.24 in the general fund. On March 14th of the same year, the day following the adjournment of the Thirteenth Legislature, the overdraft had reached the sum of $719,837.51 and at the close of business on December 31st, 1913, it amounted to $726,647.43. At the close of business on December 31st, 1914, there was a balance of $400,016.37 in the general fund. These figures show that on January 1st, 1915, the fund was larger by $850,571.61 than on January 15th, 1913, the day I became Governor.

On January 1st of this year there was on hand and invested in securities the following amounts belonging to the permanent funds of the state; the statement also shows the amounts on hand December 31st, 1912, the amount of bonds purchased during the two years and the bonds redeemed during the same period.

	Balance December 31, 1912	Purchased During Two Years	Redeemed During Two Years	Balance December 31, 1914
Permanent School	$8,706,006 62	$2,014,192 00	$566,475 00	$10,153,723 62
University Permanent	92,750 00	17,800 00	3,700 00	106,850 00
Scientific Permanent	247,600 00	115,200 00	24,600 00	338,200 00
C., E., P. and R. I. Permanent	271,870 00	90,700 00	29,650 00	332,920 00
Agricultural Permanent	172,585 00	102,800 00	27,010 00	248,375 00
Normal Permanent	164,400 00	88,610 00	23,600 00	229,410 00
Total Bonds	$9,655,211 62	$2,429,302 00	$675,035 00	$11,409,478 62
Cash in the six funds	565,701 91			334,172 88
Total Bonds and Cash	$10,220,913 53			$11,743,651 50

In recent years there has been an alarming increase in the cost of government. The state, counties, municipalities and in fact almost every taxing district in the State, have each year increased the amount called for from the taxpayers until the time has now arrived when further increase cannot but result in placing upon them a burden far beyond their ability to pay.

To meet the demands, property valuations in many instances have been fixed far above the revenue producing value of the property and taxing officers have been compelled to levy taxes to the fullest limit allowed by law. Even this has not resulted in producing sufficient revenue. The records show that bonds have been issued for county, municipal, school and other purposes amounting to over $100,000,000.00, the interest charge on which is not less than $5,000,000.00 per annum.

The time has arrived when more is required than the mere statement that expenditures will not be further increased. A plan of retrenchment must be decided upon; nor will the problem be solved by the issuance of further blocks of bonds so the taxes may be reduced and the burden placed upon those who may follow. Already we are paying annually in interest charges an amount so large that the likelihood of ability to pay off the bonds when they become due is indeed remote.

While much can be done by your honorable body by holding down state appropriations, yet the state expends but a small proportion of the total raised by taxation. Retrenchment must reach to every county, city and hamlet—to every taxing district in the State.

CONSTITUTIONAL CONVENTION.

It might, on first thought, appear that the Legislature by enacting into law certain measures, could bring about the reduction so greatly needed and desired by all. To some degree results could be obtained by such action upon your part. The tendency in recent years has been to steadily increase the number of offices. It would be a difficult task for a Legislative body to reduce the number to any great degree. It is equally true that we have certain elective offices that could well be abolished without in any way impairing the efficiency of the management of public affairs, regarding many of which, as a result of being provided for in the Constitution of the State, action on your

part would be impossible. While today the Supreme Court of the State is over-crowded with work and this is also true of some of the Superior Courts of the State, it is equally true that in many of the Superior Court districts there is not a sufficient amount of court work to occupy the time of the Judge or Judges in those districts. I believe a re-arrangement of the Superior Court districts of the state could be made and that the services of not less than ten Judges could be dispensed with and not in any way impair the efficiency of that Judicial department. The salary of a Superior Court Judge is $3,000.00 per year. It is fair to presume that the other expenses incident to the court, such as bailiffs' salaries, etc., amount to as much as the salary of the Judge. Figuring on this basis $60,000.00 per year could be saved in this one instance. . I am sure that all agree that there is little probability of a Legislature passing a bill that would reduce the number of Superior Court Judges in the state to this extent. I also believe that many of the county offices could be abolished.

A great many people believe in the commission form of government for state and counties. Personally, I do not believe that a form of state government should be adopted that would place in the hands of the same officials legislative and administrative powers. I do believe, however, that better results would be obtained if we had one legislative body in the state consisting of say not to exceed twenty-five members, five elected from each congressional district which could be fixed as legislative districts and by fixing the time of each regular session of the Legislature at ninety instead of sixty days. I believe all will agree that a bill providing for this radical change, or for any reduction in the number of members in the Legislature, could not be passed at this or any other session of the Legislature. There is also great need for a constitutional amendment in relation to revenue and taxation, and without doubt, other con-

stitutional amendments will be suggested during the present session of the Legislature.

The Constitution of the State, in that section relating to constitutional conventions, reads as follows:

"Whenever two-thirds of the members elected to each branch of the Legislature shall deem it necessary to call a convention to revise or amend this constitution, they shall recommend to the electors to vote at the next general election for or against a convention; and if a majority of all of the electors voting at said election shall have voted for a convention, the Legislature shall at the next session provide by law for calling the same; and such convention shall consist of a number of members, not less than that of the most numerous branch of the Legislature."

It further provides that:

"Any constitution adopted by such convention shall have no validity until it has been submitted to and adopted by the people."

I believe the only method by which we can secure the radical changes necessary to bring about a marked reduction in public expenditures, and a simplification of the governmental machinery, will be by providing for a constitutional convention and would earnestly urge and recommend that your honorable body do that which is necessary on your part to bring this about.

In referring to this recommendation I have touched on but few of the matters that would enter into the work of a constitutional convention. The lines in which such a convention could assist in solving the problem before us are so numerous that it is possible to direct your attention to but few of them at this time.

Some may insist that the calling of a constitutional convention provides a method much too slow to secure the results needed. It is true that a new constitution probably could not be adopted before the general election held in 1918. The time which would be required to bring this about is no argument against the calling of a constitutional convention. It must be

done before we can secure the relief needed and the sooner action is taken providing for it, that much more quickly will the relief come.

DIRECT ELECTION OF UNITED STATES SENATORS.

Since the meeting of the Thirteenth Legislature, the method of election of United States Senators has been changed as a result of the ratification, by two thirds of the states, of an amendment to the Constitution of the United States providing for their election by direct vote of the people. The first United States Senator to be elected by a direct vote in our state was chosen at the last general election. For a time it appeared that it would be necessary to call the Legislature of the state together in special session for the purpose of providing by law the machinery necessary to comply with the amendment to the Constitution. After several months delay, a bill introduced in Congress by one of the members of the delegation from this State, was passed and approved by the President which made it possible to avoid calling the special session. I desire to call your attention to the necessity of legislative action to provide for the nomination and election of United States Senators at future elections.

PREFERENTIAL PRESIDENTIAL PRIMARY.

For some years prior to the adoption of the amendment to the Constitution of the United States, providing for the election of United States Senators by direct vote of the people, the voters of our State were allowed to give expression to their choice for United States Senator, under the provisions of our primary law. I believe the great majority of voters now desire to be allowed to express their choice of candidates for President, and I would respectfully recommend the enactment of a Preferential Presidential Primary Law.

NON-PARTISANSHIP.

The element of partisanship has been almost entirely eliminated in the selection of city officers in the different cities of the State. Past elections also clearly indicate that, although candidates for county offices are placed before the voters on a ballot under party designations, it has not been customary to follow party lines closely, and in but few counties do we find the officials to be all of the same political faith. In our state elections we have also seen evidences of party lines being broken. The non-partisanship sentiment is growing rapidly, and I believe it is the duty of the present Legislature to pass a non-partisan election law covering all county and city offices.

ELECTION LAWS.

While referring to the election laws of the state, I desire to say that I have been unable to see a sufficient amount of merit in the second choice provision of the primary election law to overcome the difficulties it places before the voters in casting their ballots. Any change in our election laws ought to be made along lines that will make it easier for the voter to understand and cast his or her ballot; some of the changes made in recent years have resulted in making it more difficult.

Having publicly expressed my views on this subject on a number of occasions, it is probably not necessary for me to state to your honorable body that I am opposed to any amendment to the law that will compel voters to indicate their party preference at the time of registering. Such a provision does not adapt itself to my views regarding non-partisanship.

Should your honorable body not look with favor upon my recommendation for a constitutional convention, under the provisions of Article 2, Section 3 of the State Constitution, it becomes your duty to "apportion and district anew the members of the Senate and House of Representatives according to the

number of inhabitants." Two sessions of the Legislature have met since the enumeration by the Federal Government in 1910 and have failed to comply with the provisions of the Constitution.

The demand for a short ballot is entitled to your consideration. This cannot be brought about without materially reducing the number of elective officers. The list of county officers to be voted upon each two years is so large that but few of the voters can inform themselves upon the qualifications of most of those whose names are presented for their consideration and vote. The tendency in relation to public offices has been to increase rather than decrease the number. Two years ago a bill was passed abolishing the office of county coroner in all excepting counties of the first class. Those of you who were members of the Legislature at that time well remember the difficulties encountered and the objections made before it finally came to a vote. The experience in connection with that bill gives but slight hope for much to be accomplished by the Legislature in reducing the number of elective officers. Personally, I feel that but little along this line can be done except through a constitutional convention.

INITIATIVE LAWS.

At the last general election two laws were enacted by the vote of the people, one known as "An act to prohibit the collection of remuneration or fees from workers for the securing of employment or furnishing information leading thereto, and providing a penalty for violation thereof," and the other as "An act prohibiting the manufacture, sale and other disposition of intoxicating liquors, except in certain cases; regulating the keeping, use and transportation of the same; providing for the enforcement of this act; and fixing punishments and penalties for the violation thereof." The employment agency act became effective December 5th, 1914, while the provisions of the pro-

hibition law state that it shall "be in full force and effect from and after the first day of January, 1916."

The passage and adoption of the prohibition law brings about a radical departure from existing conditions. It is probable that, in some directions, there may be a disposition shown to violate its provisions. While it is the duty of the Prosecuting Attorneys of the different counties to bring action against law violators, this act is of such a character that I feel that the officials of the state ought to lend their aid in its enforcement and would respectfully recommend that a special appropriation of $50,000.00 be made by your honorable body, to be used under the direction of the Governor and Attorney General of the State in securing evidence and prosecuting violators of the law. If the money is not required it will not be expended.

EDUCATIONAL INSTITUTIONS.

Two years ago I strongly urged that no appropriation be made for re-building the Cheney Normal School, destroyed by fire sometime before the meeting of that session of the Legislature. The legislature decided adversely to the recommendation, I vetoed the appropriation made and it was carried over my veto. While I still hold the views expressed at that time, after being overruled by a two-thirds vote of the membership of the Legislature in favor of reconstruction, every effort has been made to carry out the instructions and today there is nearing completion a fire-proof building at Cheney, that will, in my opinion, when completed, be the best arranged normal school building in the northwest.

My reason for opposing the reconstruction of the Cheney Normal School was that I believed the two normal schools yet remaining in the state, one at Ellensburg and the other at Bellingham, might be increased in efficiency and that better results could be obtained by following this course than to have three such institutions and furnish to none of them sufficient

money to develop the highest degree of efficiency. I have also felt that in educating teachers for our public school work some plan could be devised whereby a normal department might be attached to the high schools in the larger communities of the state and there the preliminary education given, so that our state normal schools could be made finishing schools. One of the difficulties encountered in our normal schools is oftentimes the securing of a sufficient number of pupils in the training classes. This would be obviated should this line of work be taken up in the high schools. I believe this is a plan that will be adopted in the future.

Another reason for suggesting the elimination of the normal school at Cheney was the desire, if possible, to reduce, or at least hold down, the ever increasing burden of taxation.

We are again faced with a condition calling for larger appropriations at some of the educational institutions than can be raised under the millage tax adopted for these institutions four years ago. The requests of the State University show that the tax for that Institution will not raise sufficient money to cover maintenance costs outlined for the coming two years. In addition there appears to be urgent need for new buildings and $300,000.00 is requested for the construction of two buildings, one for use as a recitation building and the other for home economics.

All agree that it is unwise to further increase the amount raised by general taxation if it can possibly be avoided and methods have been suggested to obviate this. One is that the real estate in the City of Seattle owned by the State University, now under a lease to the Metropolitan Building Company, which will expire in 1954, and upon which a number of valuable buildings have been constructed by the company, be bonded; $625,000.00 is the amount suggested and it is further suggested that the bonds be issued as required for building purposes. The objection to this plan comes from those who believe in endeavor-

ing to keep from issuing state bonds of any character. I am inclined to this view and yet realize that there may be instances where it might be found advisable to depart from a hard and fast rule in this respect. Others favor a fixed annual tuition charge for all students, in addition to the special charges now made in some of the departments, the revenue from this source to be used only for the construction of new buildings. $10.00, $25.00 and in some instances $50.00 per annum has been suggested as a proper tuition fee. Figuring upon an attendance of 3,000 students—at the present time the attendance is 2,900—a fund of $75,000.00 per annum would be raised by this method if a charge of $25.00 should be made. Some of the State Universities follow this plan, the tendency of most of them, however, being to make a small charge, or none at all, as a general tuition fee, and to make the tuition fee for special courses, such as law and medicine, from $25.00 to as high as $200.00 per annum. The charge for non-residents ought to be larger than for persons residing in our own state.

I believe a tuition fee plan could be figured out from which could be raised from $75,000.00 to $100,000.00 per annum and yet the charge to each student would be so small that there would be no objection to its adoption. As the need for new buildings at the present time appears to be urgent, could not the amount actually needed now be advanced from the general fund and provisions made to have all receipts of the tuition fund created for this purpose, paid over to the general fund until such time as the amount advanced from the general fund is repaid? If a general tuition fee is to be charged legislative action will be necessary.

These are but suggestions covering one of the large problems before your honorable body and are made with the hope that some plan may be devised that will render it unnecessary to call upon the taxpayers of the state for appropriations in addition to the amount now raised by the special educational levy.

The State College located at Pullman, the Ellensburg Normal School and the Cheney Normal School are calling only for appropriations which can be paid from the fixed levy. The Bellingham Normal School makes a request for new buildings and improvements, the cost of which will have to be met by appropriations additional to the fixed levy for the institution, if it is decided by the Legislature to approve the recommendations.

There is a feeling existing that the cost of maintenance for the State University and State College is higher than it ought to be, as a result of duplication of courses in these institutions. On the part of some the feeling exists that the State College is responsible for this condition while others place the responsibility on the State University. I believe an investigation will show that there is a duplication of lines of study and also that each institution has had nearly an equal part in bringing it about. It is also highly probable that as a result of it, the state is called upon for more funds than would be necessary were the duplication eliminated. The locations of the institutions, one at the extreme eastern border of the state and the other at almost the extreme western border of the state, about four hundred miles apart, has played a part in the duplication of courses.

While we have three normal schools in the state, a large amount of instruction work is carried on at the State University in preparing students so that they may become teachers in our public schools. This is also true of the State College. Thus we find the State University and State College, to some degree, duplicating the work of the normal schools.

I am sure the solution of a problem so complex cannot be solved by the Boards of Regents and Trustees nor by the Presidents and Principals in charge of the institutions. I also feel that the time has arrived when an investigation ought to be made and a plan worked out for the purpose of making it pos-

sible to avoid this condition to the fullest degree. During the past fifteen months, I have given study to the situation and as a result believe it to be advisable for the Legislature to authorize the employment of one or, if deemed necessary, two educators well informed in this line, to make a complete survey of the educational institutions of the state and to report their findings; also to make recommendations covering the courses of study for each of the state's educational institutions. The person or persons selected for this work ought to be from outside the State, so that we would avoid all possibility of employing a person whose inclinations might lean too strongly in the direction of some one institution.

Some time would be required to work out the problem if this plan is adopted. I believe, however, it is the only way by which a satisfactory and permanent solution can be found.

The plan of having one Board of Regents or Trustees in charge of all of the educational institutions of the state has been advanced as a proper method of bringing about satisfactory conditions. There are some elements in its favor and for a time it appealed to me strongly. Careful investigation shows, however, that a large amount of the time of members of such a Board would be required, were they to give the time necessary to thoroughly inform themselves regarding all the institutions placed in their charge; in fact, more time than I feel the state has a right to expect from non-salaried members of a board. Some persons who realize this have suggested enacting into law a bill providing for a salaried board of three members who would be required to give their entire time to the work. I am inclined to the belief that it might be difficult to secure the services of persons well qualified for such work on a salary basis. If a complete educational survey of the state and its institutions is provided for by your honorable body, I believe, as a result of the recommendations made, it will be possible to fix

courses of study for each of the educational institutions, which will be permanent. If this is done, with the present system of non-salaried boards, it will be possible to bring about and maintain better conditions than could be done under the plan of one board for all of the institutions, be its membership either salaried or non-salaried.

I strongly recommend that the Legislature authorize the employment of one or two persons to make this survey and also that the Boards of Regents and Trustees of the several educational institutions be directed to put into effect, within a reasonable time after the report is received, the recommendations made.

STATE BOARD OF CONTROL.

By passage, at the last session of the Legislature, of the act establishing a State School for Girls, there has been added to the duties of the State Board of Control the supervision of one more institution, making the number now in its charge eleven. These are the three Hospitals for the Insane, two Soldiers' Homes, Institution for Feeble Minded, School for Deaf, School for Blind, State Penitentiary, Training School for Boys and State School for Girls.

Under the law establishing the State Reformatory, that institution was placed under a separate board designated as the Board of Reformatory Managers. Its duties are so nearly the same as those of the State Board of Control in its management of some of the institutions under its charge, that I have felt that no good reason existed for a separate board to manage the Reformatory, and recommended two years ago that the Reformatory be placed in charge of the Board of Control. One of the members of the Board of Reformatory Managers was a member of the State Senate and largely through his efforts the recommendation was not adopted.

The Reformatory Board consists of five members. Shortly after the close of the last session of the Legislature, I appointed as members of this board, the three members of the Board of

Control and Honorable H. R. King of Seattle, and Honorable F. F. Swale of Everett. The work of the board has been satisfactory; I believe, however, that the State Reformatory ought to be managed under the general law relating to public institutions and respectfully renew my recommendation made two years ago that the law creating the separate board be repealed and the institution placed under the State Board of Control.

Regarding the State Reformatory, investigation indicates that from the beginning it has been planned on a large scale, a scale that, without doubt, will place it in the fore-rank of institutions of this character in the United States when completed. Lest there may be a feeling that the appropriations for buildings and improvements made at preceding sessions of the Legislature have been sufficient to construct a complete institution under the plans outlined for at least the number of inmates now confined, investigation shows that there is much yet to be done to bring this about. Up to the present time the inmates' sleeping quarters have been in what is known as the shop and school building. The cell wing is now nearing completion and it is the hope of the management that the inmates can be transferred to the new building within the next thirty days. The labor of the prisoners was used to as great a degree as possible in building the cell wing and about three years time has been required in its construction. The cell wing just completed has a capacity of 320 prisoners. On January 1st, there were 400 prisoners in the institution. The time consumed in the construction of the first cell wing would seem to indicate that at least two years will be required for the construction of an additional wing if prison labor be used to the same extent as on the wing just completed. Personally, I feel that at all times this labor ought to be employed to the fullest degree possible on the work connected with the institution, in the construction of new buildings and the making of permanent improvements. It is, therefore, shown that the work on a new

cell wing, the cost of which will not be less than $75,000.00, even by following the plan of employing as many of the prisoners on the work as possible, ought to begin immediately.

The stockade wall is a temporary affair; work on a concrete wall of permanent and lasting character ought to be started as soon as possible. The land owned by the state and on which the Reformatory is located can be made very productive. A large amount of money and labor will be required, however, in its clearing and for drainage, before much return will be received from it. Farming is a line which, in my opinion, ought to be followed to as great an extent as possible at this institution. I know of no kind of employment that would be of more benefit to the inmates of the institution, nor of greater value to the state. I hope the appropriations requested for the clearing of land and further development of the farm will be granted by the Legislature.

Since the establishment of the Reformatory there has been expended $413,840.00 for buildings and permanent improvements, the principal items entering into this sum being $179,925.00 for the cell wing (just completed); $60,569.00 for dining room wing completed in 1911; $87,091.00 for the administration building, completed in 1911; $24,594.00 for the Superintendent's residence, completed in 1911; $33,400.00 for heating and lighting plant, including buildings, conduits and tunnels; and for shop buildings and equipment (buildings completed 1914), $16,431.00.

In my opinion, the expenditure of $24,594.00 for the Superintendent's residence was far in excess of what ought to have been used for that purpose. The cost of upkeep of so large and expensive a residence is a constant burden upon the taxpayers. It is by following such lines in the expenditure of public funds in innumerable directions that we have been brought to the present condition where all are suffering under the high rate of taxation. Not alone does the first cost enter into it; there is also the continuous cost of upkeep and maintenance to be met

year after year as a result of having loaded on the state unnecessarily, an excessive burden. It is the duty of the state to provide a suitable place of residence for the superintendents of penal, reformatory, eleemosynary and charitable institutions. This is done and all of the cost of maintenance, including subsistence, is paid for by the state. As a state, we ought not to construct residences at these institutions on the splendid but unnecessary lines followed at the State Reformatory and then forever after object to paying the cost that must of necessity follow. Nor have we the right, as I view it, to construct such residences and expect those called upon by virtue of their positions to occupy them, to pay the cost of upkeep themselves. If such a course should be followed some of the superintendents of our institutions would find themselves called upon to pay out far more for this purpose than the amounts received by them as salaries from the state. It is much better that such buildings be not constructed. Holding this view, shortly after assuming office, I directed the Board of Control that never, in the future, should more than $10,000.00 be expended for a superintendent's residence at a public institution in its charge. For this amount a substantial and suitable residence can be constructed at any of the institutions under the control of the board, where, in future such a building may be required.

In order that the problems confronting the Board of Managers of the Reformatory and the Board of Control may be better understood, I sincerely hope that the report of these boards will be given your careful consideration and also that committees of the Legislature will be appointed to visit the institutions.

STATE SCHOOL FOR GIRLS.

Acting under the law providing for the establishment of a State School for Girls, I appointed Miss Janet Moore of Olympia, Mrs. Herbert T. Granger of Seattle, Mrs. Clarence

Parker of Tacoma and Mr. J. W. Shaw of Vancouver to act with the Board of Control in selecting a site for the Institution. The site chosen is located near Grand Mound in Thurston County and about five miles from Centralia. Buildings have been constructed and on December 23d, the girls were transferred from the Training School at Chehalis to the new institution. A complete statement covering the work of the board and the special commission in connection with the establishment of this institution will be found in the printed report of the Board of Control, also the recommendations made covering appropriations for additional buildings required. I desire at this time to express publicly my appreciation of the interest taken and the good results accomplished by the members of the special commission whose names I have heretofore mentioned.

STATE PENITENTIARY.

During the past two years a number of penitentiary convicts have been used on highway construction. The honor camp plan was adopted and in no instance has there been armed guards with any of the prisoners used on this work. While it would appear that such a plan might result in a large number of escapes the records show that, in proportion to the numbers employed, there have been more escapes from the rock quarries where convicts are held under armed guards, than from the highway honor camps. Under the plan adopted which provides for the payment of fifty cents per day to each convict employed and the furnishing of all clothing, lodging and subsistence, the records do not show that there has been more economical construction than could be obtained under the system of awarding contracts for the work; yet it is equally true that, in some cases, the convicts were employed on work for which it would probably have been impossible to secure bids from any firm of contractors. For instance, the first work undertaken was on the Olympic Highway, near Hoodsport. Here there was a stretch of uncom-

pleted highway of about four miles upon which no work had been done for some years. The road had never been used for travel, slides had been numerous, and to remove the earth deposited on the roadbed, as a result of these slides, gave to the convicts, on their first introduction to road work, a class of work which all contractors consider about the most expensive that can be found.

Another difficulty entering into the employment of convicts on this class of work is in the securing of suitable men to place in charge of the work, and of convicts. Many men who make successful foremen in charge of road work when done by free men do not appear to secure the best results with convicts. A foreman for this class of work must not only know how to handle work and be competent in that respect but must also know how to get results from this class of labor. It is for these reasons that more convicts have not been employed in highway construction. Personally, I favor the continuance of the plan inaugurated and the increasing of the number employed just as rapidly as can be done and proper results obtained. Without doubt the plan has been of great benefit to the convicts who have been allowed the privilege of the honor camps. If at the present time, the financial advantage to the state does not appear to us to be as great as it ought to be, I feel that this is more than offset in the physical good to the convicts so employed, as a result of the outdoor manual labor provided them, and in the confidence it has given so many of them in their ability to earn an honest living after receiving their final release.

I am strongly of the opinion that lines of employment in addition to that now furnished the convicts at the State Penitentiary ought to be provided. The Superintendent of the Institution recently attended the annual meeting of the National Prison Congress and on the same trip visited a number of penitentiaries for the purpose of collecting data regarding the in-

dustrial lines being followed, and to find to what extent these were conducted for profit-making. By my direction he is now engaged in preparing a report covering the result of his investigations and I sincerely hope that from it there may be secured sufficient information to enable the Board of Control to add additional lines of industrial work, not only at the State Penitentiary but also at the State Reformatory.

A large amount of work has been accomplished during the past two years in developing the Penitentiary farm. I believe that at the present time it is advisable to work along lines of more intensive farming of the land the state owns, rather than to purchase any large amount of additional land. There is a small tract of a few acres immediately in front of the institution which it might possibly be advisable to secure for the purpose of straightening out the lines of the lands owned by the state, and to better control the convicts when employed on the farm, if it can be purchased at a reasonable price. The Department of Agriculture and the force of experts employed by the State College are ready and willing at all times to render all possible assistance to this and the other institutions of the state, to the end that the state owned farms may become models from which good results may be obtained, and also to which the farmers in the districts in which they are located can look for and secure information and instruction that will be of benefit to them in increasing the productiveness of their own farms.

HOSPITALS FOR INSANE

The buildings at the Northern Hospital for the Insane, for which appropriations were made at the last session of the Legislature, have been completed and 290 patients transferred to that institution from the Western Washington Hospital to relieve the over-crowded condition existing there. On January 1st, 1913, the number of patients at the three Hospitals for

Insane was 2,451. On January 1st of this year the number was 2,849 showing an increase of 398 in two years. The total number of inmates in all of the institutions under the control of the board, also including the State Reformatory, on January 1st, 1913 was 4,886. The total number on January 1st, 1915, was 5,581. These figures indicate the steady increase in the number of those the state is called upon to care for at its institutions. The cost of maintenance alone calls for the appropriation of large sums; add to this the cost of new buildings and we find a general fund expense running into millions of dollars for each biennium and one that is constantly increasing.

In connection with the matter of the rapid increase in the number to be cared for at our state institutions, investigation shows that there are now confined at the Western Washington Hospital for the Insane approximately 450 aliens and at the Eastern Washington Hospital for the Insane about 350 aliens. Practically all of these have resided in the United States more than three years, so that they cannot now be deported at the expense of the Federal Immigration Department. I have not secured the figures covering the Northern Hospital for the Insane. This institution, however, would probably maintain the same relative proportion to the total number confined there.

The Federal Department of Immigration is frequently making deportations from this State and, if it is deemed advisable, arrangements can be made by the state with the department to take charge of the deportation of these inmates. The only cost to the State would be that of transportation and subsistence for the persons deported, while being returned to their native countries.

The transportation and subsistence cost, on first thought, might possibly appear to be too large to entitle the plan suggested to favorable consideration. I am sure, however, that it would result in a material reduction in the cost of maintenance and of buildings at our institutions. The maintenance of 800

patients costs the state approximately $135,000.00 per annum. In addition to this the buildings in which this number of patients are confined have cost the State not less than $300,000.00. It is also fair to presume that the average life or confinement of these patients at the hospital will extend over a number of years. Speaking from a humanitarian standpoint, without doubt, a great many of those now confined in our institutions would be greatly benefited by being returned to their former homes. If this plan is adopted, it will be of great financial benefit to the state and will render unnecessary the construction of new buildings at the hospitals until a sufficient number of new patients shall have been received to take the place of those deported.

I earnestly recommend that an appropriation be made at this session of the Legislature to be used for this purpose, and I would further recommend that a law be passed making it the duty of the judge committing an insane person to a state institution to ascertain, at the time of the commitment, if such person is an alien, and if so to make a finding to such effect and transmit a copy of the finding with the commitment papers to the superintendent of such institution. This information would enable those in charge of the institution to take prompt action in arranging for the deportation of aliens.

INSTITUTION FOR FEEBLE MINDED.

The new buildings provided for by appropriation made by the Legislature two years ago for the Institution for Feeble Minded have been completed. It was decided by the Board of Control to locate these buildings upon the land purchased a few years ago for the use of this institution. The buildings originally erected were located on land owned by the Eastern Washington Hospital for Insane, this having been considered at that time as a temporary location and the intention being, when a permanent location should be decided upon and new

buildings constructed thereon, to turn over to the Eastern Washington Hospital, for its use, the buildings constructed on the lands of that institution. The purchase, for the Institution for Feeble Minded, of land in near proximity to its present buildings appears to have been considered a sufficient reason for looking upon Medical Lake as its permanent location. The Board of Control now recommends that additional appropriations be made for buildings for this institution and that, upon their completion, the buildings now used in housing inmates of the Feeble Minded Institution, located on the land of the Eastern Washington Hospital, be transferred to the Hospital for its use.

The number of feeble minded children in the state is far in excess of the accommodations we now have. The Superintendent of the institution estimates the number who now ought properly to be confined there to be about 1000, while the buildings we have, including those recently completed, will accommodate but about 600. This is a problem that will call for further appropriations at each succeeding session of the Legislature until the time shall have arrived when ample provision has been made to care for all such cases in the state.

There have been indications of some criticism regarding the action taken by the Board of Control in relation to the location of the buildings just completed and it has been stated that a request will probably be made by a member of your honorable body asking that a special committee be appointed to make investigation of the matter. I desire at this time to earnestly request that you appoint such a committee and beg to assure you that I will render to the committee all possible aid in its work.

SCHOOL FOR BLIND AND SCHOOL FOR DEAF.

On account of the extent to which the Legislature of two years ago went in the matter of granting appropriations, and feeling that the School for the Blind could get along for two

years without the construction of an administration and school building, I vetoed an appropriation of $75,000.00 made for this purpose. The Board of Control now recommends an appropriation of $60,000.00 for an administration and school building. I feel that the recommendation ought to receive your favorable consideration.

An appropriation of $15,000.00 for remodeling and fireproofing the chapel, dining room and kitchen at the School for the Deaf was also vetoed. The building of which these are a part was the first one constructed after the establishment of the school. In not a single particular is it now suitable for the purpose for which it is used. To insure safety it has been necessary to tear down the tower of the building. To have expended the $15,000.00 would have been but to add more cost to the building without adding materially to its value, safety or usefulness. I therefore, vetoed the appropriation. The Board of Control now recommends that $40,000.00 be appropriated for a new building. I recommend it be granted and hope that in the near future the old building may be torn down.

SOLDIERS' HOMES.

The state maintains two Soldiers' Homes, the first one established being located at Orting and the other at Port Orchard. The colony plan is also maintained at Orting under which it is possible for a number of the members of that home to reside in the town of Orting with their families and to receive rations and clothing from the home. The State of Washington has been generous toward its old soldiers. The records show that the number cared for by the state in proportion to population is far in excess of most of the states in the Union. I would respectfully urge your careful consideration of the recommendations covering these institutions.

Two years ago the Legislature made an appropriation of $15,000.00 to be used in defraying the expenses of the veterans who took part in the Battle of Gettysburg, and who desired and were able to attend the reunion held at Gettysburg July 1st, 2d, 3d and 4th, 1913, commemorating the Fiftieth Anniversary of the battle. The appropriation was made in the special budget bill passed by the Legislature and the language covering it read as follows: "For transportation and maintenance of survivors of Union and Confederate soldiers who took part in the Battle of Gettysburg and who are bona fide residents of this state to the fiftieth anniversary of said battle, $15,000.00."

No method being provided for carrying out the directions of the Legislature, I called upon the State Auditor and State Treasurer who, with the Governor, constitute the State Board of Finance, and requested that full charge of the matter be assumed by the Board of Finance. At the request of the Board, I directed the Adjutant General of the State to take charge of the examination of the papers of the different applicants who desired to accept the generosity of the state. Upon the conclusion of his investigation it was found there were 170 who were entitled to and desired to make the trip. The fund appropriated was not sufficient to pay the transportation and maintenance of this number, and while the Board of Finance was endeavoring to decide upon some plan of having each one pay a small part of the cost so that all might make the trip, one of the state's citizens, Mr. Horace C. Henry of Seattle, magnanimously offered to donate the additional amount necessary so that all entitled to take the trip could do so without cost. The amount donated was $5,348.96.

Proposals were taken from the Railroad Companies covering the furnishing of a special train and subsistence on the trip to and from Gettysburg. The proposal of the Great Northern Railway Company was considered the best submitted

and a contract entered into; $14,749.10 was paid the railroad company by the state, $250.90 being used for advance expenses. On account of lack of funds it was impossible to employ a person to accompany the party and take charge for the state, and a committee of three of the veterans, consisting of Mr. E. A. Shores of Seattle, Mr. N. E. Linsley of Spokane and Mr. L. S. Alfred of Tacoma, two Union and one Confederate soldier, were appointed and performed this duty. It proved to be eminently satisfactory.

When the donation was made by Mr. Henry there was no suggestion from him to me that the state should or would refund the money to him. It has been suggested by some that this ought to be done. Regarding this, I desire to say that I have a letter from Mr. Henry in which he states if this action is taken by the state he will donate one-half to Stevens Post No. 1, G. A. R., Seattle, and the other half to the Anti-Tuberculosis League. He also indicates in the letter that the donation was made by him without thought or desire on his part that it be refunded. I mention this so that the Legislature may take such action as it deems proper in relation to repaying the amount so generously donated by Mr. Henry. I feel that the Legislature ought, by resolution, to express the state's appreciation to Mr. Henry for the part he took in assisting to make the hearts of so many of the veterans of the Civil War happy, and making possible this trip without cost to them, fifty years after the memorable Battle of Gettysburg.

Some years ago a law was enacted giving to the Board of Control certain duties in connection with the educational institutions of the state. It has never been shown that any real benefit has been derived from it. The board recommends its repeal; those in charge of the educational institutions express themselves as favorable to the repeal of the law. I concur in these recommendations.

Two years ago the establishment of a State Reformatory for Women was advocated before the Legislature. Favorable action is again being urged for such a bill at this session. Washington is far in advance of most states in the matter of institutions of this character, and I feel that while without doubt much argument can be advanced in favor of such an institution, the necessity for keeping expenditures down to the lowest possible point at this time is so great, that it would be inadvisable to enact into law a bill providing for a Women's Reformatory at this time.

TAX COMMISSION.

Two years ago, in my message to the Thirteenth Legislature, I recommended the abolishment of the Tax Commission. No action was taken by the Legislature upon the recommendation. During the two years just passed, I have given additional study to the question and am still of the opinion that the Commission ought to be abolished and that a Tax Commissioner be provided for, to take charge of the work now done by the Commission.

The abolishment of the Tax Commission would make necessary a change in the State Board of Equalization, the State Auditor, the Commissioner of Public Lands and the three members of the Tax Commission now constituting that board. I would therefore recommend that the State Auditor, the Commissioner of Public Lands and the Tax Commissioner be made members and that the other two members be the Governor and one member of the Public Service Commission, to be designated by the Governor. My reason for suggesting one of the members of the Public Service Commission for this position is that the duties of the Public Service Commission are such that, of necessity, its members must be well informed on valuation of Public Service properties.

The Board of State Land Commissioners now consists of the Commissioner of Public Lands who acts as Chairman of the board, the State Fire Warden and the three members of the Tax Commission. Under the plan of having a Tax Commissioner to take the place of the Tax Commission of three members, the Land Board might consist of three in place of five members, to be the Commissioner of Public Lands, the Fire Warden and the Tax Commissioner.

I feel that the present Tax Commission has rendered efficient service to the state and would respectfully direct your attention to its report. I do, however, believe that its duties can be performed by one Commissioner and for this reason recommend its abolishment. Bills have been prepared covering this recommendation and will be presented to your honorable body for your consideration.

INDUSTRIAL INSURANCE COMMISSION.

Over three years have elapsed since the State Industrial Insurance law became operative. In this time it has proven to be a most desirable piece of legislation and I believe today its provisions meet the approval of employer and employe to a greater degree than ever before. The report of the commission covers its operations in a detailed manner and was mailed to the members of your honorable body some weeks ago, so that it might receive your consideration before the active work of the session had to be taken up.

The principal matter relating to this department coming before your honorable body for consideration is that of "First Aid or Medical Attendance." There was before the voters of the state, for their consideration and action at the last general election a bill covering these provisions. It failed to receive a majority of the votes cast. Prior to election, I stated that in case of the defeat of the bill, I would appoint a commission whose duty it would be to draft a "First Aid or Medical Attendance"

bill and submit it to the Legislature for consideration. A commission consisting of three representatives of labor, three representative employers and the three members of the Industrial Insurance Commission was appointed by me, its membership being Mr. J. W. Clark of Aberdeen, Mr. Lee Bullock of Roslyn, Rev. M. H. Marvin of Sunnyside, Mr. J. P. McGoldrick of Spokane, Mr. William Pigott of Seattle, Honorable Alex Polson of Hoquiam and the three members of the Industrial Insurance Commission. The commission met and organized in Olympia on December 10th, electing William Pigott as Chairman and Lee Bullock as Secretary. Numerous sessions were held and on December 31st, a bill having the unanimous approval of the commission was agreed upon.

I consider its passage of vital importance to the further successful operation of the Industrial Insurance Department and earnestly recommend it to you for your favorable action.

This commission has done a work of great value to the state. The representatives of the employes and the employers accepted positions on the commission without any indication on my part that they would receive recompense for their time and expenses. I feel, however, that they are entitled to some remuneration and would recommend that the sum of $750.00 be appropriated, to be used in payment for their time and to cover expenses incurred in connection with the investigation held and in the consideration and preparation of the bill.

DEPARTMENT OF LABOR.

You have before you the report of the State Labor Commissioner. Much has been accomplished in the past two years by this department, all of which is fully covered in the printed report and to which your attention is respectfully called. Some months ago a campaign was started by the Labor Commissioner looking to the reduction of the number of accidents in mills and factories. The manufacturers and employes have given their

aid, in the fullest degree, to the plan, and statistics already show a reduction in the number of accidents. Beginning on page 357 of the printed report a history of this movement is given. In its introduction the Commissioner has had the active support of the Industrial Insurance Commission.

A recommendation is made that the factory inspectors be given an increase in wages from the present rate of $4.00 per day to $5.00 per day. The force is an efficient one and I feel that the services performed warrant the payment of the additional amount recommended.

A number of recommendations of amendments to the present labor laws of the state are made by the Commissioner and will be presented to the Legislature in the form of bills. A bill will also be submitted for your consideration relating to Employment Bureaus, made necessary by the passage of the Initiative Bill abolishing Private Employment Agencies. I respectfully request your favorable consideration of these measures.

INDUSTRIAL WELFARE COMMISSION.

Two years ago the Legislature enacted into law a bill creating the Industrial Welfare Commission, one of its chief duties being to fix a minimum rate of wages for women in their several lines of employment. The Commission was appointed and, I believe, has accomplished much which will be of benefit to those so employed. In passing judgment upon the problems coming before it, I believe its members have endeavored to follow carefully the provisions of the law and to act in a spirit of fairness to all affected. A partial report of its work can be found in the printed report of the Bureau of Labor Statistics and Factory Inspection beginning on page 209. The complete report is now in the hands of the printer and will be delivered to you within the next few days.

An appropriation of $5,000.00 per annum was made to carry out the provisions of the law. It is now recommended that

instead of being made to cover a fixed amount for each year the new appropriation be made to cover the biennial period, following the same method used in making appropriations for other departments, and that an appropriation of $12,000.00 be made for the coming two years.

DEPARTMENT OF AGRICULTURE.

The future development of our State is, in my opinion, contingent upon its further development along agricultural lines to a greater degree than any other of its varied resources. We have many resources and lines of industry of great value to the State and its people. All are, and will continue to be, of material benefit in its upbuilding. When we realize however, that each year we are sending millions of dollars to other states for agricultural products, while we have soil and climatic conditions which make it possible to produce within our borders most of these products, I think we will agree that the taking advantage of these soil and climatic conditions, to a degree that will make it possible for our surplus to be sold outside the state instead of having to buy for our own needs from other states, will be of more real benefit to us than can be development along any other line. The slogan of the state ought to be: "Produce all required for our own needs and a surplus so we may add to the wealth of the state by bringing in the financial returns from this surplus." When this condition is brought about we will be adding each year to our wealth instead of depleting it as we now do in having to purchase outside that which we have the ability and resources, in soil and climate, to produce ourselves.

A State Department of Agriculture, properly maintained, equipped and administered, can do as much or more than any other one element to assist in bringing about this change.

Acting upon a recommendation made in my message the last Legislature created the Department of Agriculture. This law took effect June 12th, 1913, and I believe the results from its

operation during the nineteen months it has been in existence clearly indicate that much more efficient service is secured than under the old method when the work now handled by the new department was in the hands of a number of commissioners, whose offices were located in different parts of the state. The headquarters of the department are located in the Capitol Building in the rooms formerly occupied by the Supreme Court.

Since its organization the Department has faced a number of problems. The rapid development of fire blight in the fruit orchards of the state threatened for a time to seriously injure one of our principal agricultural lines, that of the production of apples and pears. While the horticultural force of the state was far too small in numbers to be able to do all of the work required in the eradication of the blight, it is equally true that the situation existing was one that could not have been properly handled in all of its detail by any force of state employes no matter how large such a force might have been. After giving careful thought to the matter it was decided to employ as many horticultural inspectors as possible with the appropriation available; that during the daytime they be engaged in locating the infected orchards and that all of the inspectors spend their evenings in assisting the orchardists in perfecting organization so that, by acting and working together, the orchardists would be able to largely do the actual work necessary. The plan adopted made it possible for the state inspectors to spend their time, first: in locating blight infected trees and orchards and, second: in showing the orchardists the proper methods to be followed in doing the surgery work necessary on the trees to eradicate the blight. The orchardists, under the plan of cooperation adopted, were then able to do the actual work required. The plan proved to be most successful and I believe that at the present time fire blight is well under control.

In the Yakima valley, one of the largest fruit growing districts of the state, more than 3,000 men, engaged in the fruit growing industry, were members of the co-operative organizations, all willing to assist their neighbors when occasion required.

In addition to this the business men and other residents of the cities and towns in the different districts did their part by leaving their homes in the early mornings and spending several hours each day in assisting in the work without any charge being made for their services. From the town of Sunnyside it was not an unusual sight to see from fifty to seventy men leaving as early as five o'clock to assist in the work during the early hours. This was equally true of other communities.

Thus was the plan of co-operation, on the part of those engaged in one line of industry, put to a practical test and excellent results achieved.

As a result of this and other conditions which have been found to exist it seemed to be advisable to present to the Legislature a new code covering the horticultural industry of the State. This code has had the careful thought of the Department of Agriculture and also of a large number of persons engaged in fruit raising. I believe its provisions are such that its enactment into law will be of material benefit to the State and of great assistance in the further development of this, one of our most important lines of agricultural work. I respectfully urge its favorable consideration by your honorable body.

A number of the states have suffered heavy losses in the past few months as a result of the rapid development of the foot and mouth disease among cattle. A few weeks ago a shipment of registered Holsteins from one of the middle states consigned to a leading dairyman of the state was held upon its arrival in the state and found by the Commissioner of Agriculture to be infected with the disease. After an examination by the federal

authorities acting with our Commissioner of Agriculture, and an appraisal of the value of the cattle had been made, the cattle were destroyed. The appraisal was made on a beef cattle basis and the federal government has agreed to pay one-half the value of the cattle. All of the yards in which the cattle were stored were burned and the ground on which the yards were located was thoroughly disinfected. The cars in which the cattle were shipped into the state were also cleaned and disinfected by the State Department of Agriculture. Everything possible was done to avoid the spreading of the disease and I believe it can be truthfully said that there is now not a single case of the foot and mouth disease in the State of Washington. Our Department of Agriculture is to be congratulated upon its prompt action in this matter, first: in locating the shipment of the diseased cattle immediately upon its arrival at the boundary line of the state, and second: upon the destruction of the cattle before an opportunity was given for the spread of the disease. The department is constantly on the lookout for other such shipments and I feel will be able to protect the cattle raisers and dairymen of the state from the infection of their cattle with this disease.

The department will present to your honorable body three or four other bills covering changes in the present laws found, as a result of its experience, to be necessary to bring about a more efficient administration of its work.

The financial statements of the department do not indicate a reduction of cost as a result of the change in the law made two years ago. An investigation of the work done since its organization will show, however, that much more has been accomplished than under the old method. It will also indicate that the agricultural development of the state is steadily increasing, and I feel that all who look into the matter carefully will agree that the state's expenditures in this line are bringing results

of sufficient value to justify the cost. I might also state that over 75 per cent of the cost of maintaining the Department of Agriculture is covered by fees, etc., collected by the department.

STATE FAIR.

Under the law the management of the State Fair located at North Yakima, is placed in the hands of the Commissioner of Agriculture. Two years ago an appropriation of $40,000.00 was made for the fair, $7,875.15 of which amount was used in paying a deficiency handed down by the preceding administration. The payment of this deficiency from the $40,000.00 appropriated was provided for in the budget two years ago. To cover the cost of the fair for the two years there was left $32,124.85. At the close of the fair in 1913 it was found that there remained a balance of but $3,454.83 for use in conducting the fair in 1914. It was felt by a number of those interested that it would be impossible to hold a successful fair in 1914 without creating a deficiency. I took a positive position against calling upon this Legislature to make an appropriation to cover a deficiency; the people of North Yakima and others in different parts of the state interested in its success worked together, and as a result of the support given it, 1914 records the most successful state fair ever held. Excepting a few small items, all bills have been paid and there is more than sufficient money now due the state fair on deferred accounts to cover these bills. Aside from the Acting Commissioner of Agriculture, in whose charge the management of the fair is placed, Dr. Ira D. Cardiff, Honorable E. E. Flood and Dr. Granville Lowther, members of the Advisory Board of the Department of Agriculture, and the people of North Yakima, who loyally supported and assisted, are largely entitled to the credit for its success.

The action of the Legislature two years ago in discontinuing making appropriations for fairs, other than the State Fair,

decided the policy of the State as being in favor of supporting but one fair, that to be the regularly established State Fair located at North Yakima. Under these circumstances I feel that it is advisable to begin, at this time, the construction of permanent buildings, and the making of other improvements of a more lasting character than has been done in the past. So that the state will not be called upon for a large appropriation for this purpose at this time, or at some succeeding session of the Legislature, I strongly recommend that, for the maintenance of the fair for the years 1915 and 1916, an appropriation of $40,000.00 be made and that an additional appropriation of $10,000.00 be made for permanent improvements. I also recommend that, if there be any balance in the maintenance appropriation after the fair has been held in 1916, authorization be given to use the unexpended balance for permanent improvements.

It has not been customary in the past to have any balance reverting to the State Treasury from state fair appropriations. Deficiencies have been more numerous than balances at the close of a biennium. If the plan I suggest be concurred in by your honorable body it will result in all who are connected with and interested in the State Fair putting forth every effort to conduct the fair as economically as possible so that there may be funds left over that may be used for permanent improvements which are so greatly needed.

I also recommend the passage of the bill prepared by the department providing for the proper handling of the moneys received from concessions, gate receipts, etc., of the fair.

STATE BOARD OF HEALTH.

During the two years just passed the Department of Health has been confronted with a number of difficult problems. The report of the Department is in your hands. I desire especially to request that this report be given your careful consideration.

I do not feel disposed to cover in detail in this message the many matters so fully entered into in the printed report, nor would you care to have me do so. I do desire, however, to make mention of the typhoid situation which developed in the City of Centralia during the closing months of 1913, and the part the State Department of Health played in handling the conditions existing there at that time.

Immediately upon call for assistance being made upon me by the city authorities of Centralia, the State Commissioner of Health was directed to make a thorough investigation and to render all possible assistance. The hospital accommodations being inadequate, the armory of the local company of the National Guard was fitted up for this purpose and between thirty and forty patients were cared for in this temporary hospital. The Medical Corps of the National Guard was called into service and remained on duty until the epidemic was well under control and there was sufficient accommodations without the state's temporary hospital. The State Commissioner of Health, and his Assistants are entitled to much credit for the thorough manner in which the situation was handled. The Medical Corps of the National Guard did its work well. The need of the hour indicated a new line of service for this department of the National Guard and proved the value of having an organized medical force that could be called upon for duty at a moment's notice.

The people of Centralia were untiring in their efforts and while the unfortunate condition resulted in the death of twenty-four persons, I feel that the number would have been much greater had not complete cooperation existed between the city, county and state officials.

The State Department of Health is constantly putting forth every effort to avoid a recurrence of this condition in that and other parts of the state. Its recommendations enlarging its powers in handling matters of public health are entitled to your careful consideration.

STATE HUMANE BUREAU.

The last Legislature passed a law creating a State Humane Bureau consisting of the Governor, the Attorney General, the Superintendent of Public Instruction and two other members to be appointed by the Governor. Honorable C. E. Muckler of Tacoma and Honorable Chas. M. Farrer of Seattle were chosen as the two appointive members of the Board.

The act provided no appropriation to carry on the work of the Bureau. Mr. Harry L. Parr of Olympia kindly consented to act as Secretary without a remuneration and has rendered most efficient service in the position. The two members appointed have also spent their time and money in attending meetings of the Board and in assisting in its work in different parts of the state. Quite a complete report of the Bureau's work has been prepared by the Secretary and is on file with the Secretary of State.

It is impossible to accomplish much without funds and I would recommend that an appropriation of $2,000.00 be made if it is the desire of the present Legislature that the work be continued. This is the amount the Bureau considers as absolutely necessary for the coming two years.

HIGHWAY DEPARTMENT.

The sentiment which existed in the state, for a time, in favor of a large issue of bonds for the construction of a system of highways has been replaced by a feeling on the part of a great majority of people that in this line of work we ought "to pay as we go." During the two years just passed an effort has been made in the direction of developing a permanent organization capable of handling the work in an intelligent and economical manner. The membership of the highway commission consisting of the Governor, the State Auditor, the State Treasurer, one member of the Public Service Commission and the Highway Commissioner have spent a great deal of time in se-

lecting routes for state highways and in making personal investigations of the highway work under construction.

The work outlined by the last Legislature is practically completed; the recommendations of the Highway Commissioner for the coming biennium are before you and I would respectfully recommend that they be given your careful consideration.

I believe that appropriations made by your honorable body ought to be, to the greatest degree possible, for the purpose of continuing construction upon the highways now laid out as a part of the state highway system and upon which the moneys heretofore appropriated have been expended.

No permanent hard surface roads have been built from the public, or what is better known as, the state highway fund during the past two years. It has been the policy of the present state highway board to consider first, permanent drainage and grades for the highways and then to place gravel or crushed rock as surfacing wherever possible. From the permanent highway fund the county commissioners of many of the counties have constructed hard surface roads. It is probable that this policy will be continued by them. By refraining from using the public highway fund for permanent surfacing the state highway board has been able to build many more miles of road with the funds appropriated.

While it would be too much to expect that all of the highway construction undertaken by the state during the past two years has been done without some mistakes being made, yet I do feel that for the amount of money expended the state has come more nearly getting value received than ever before. There has also been developed a spirit of harmony between the state highway department and the county commissioners and engineers that in itself has materially assisted in securing better results in this line of work.

The sentiment appears to be in favor of allowing the present tax levies of one mill for public highways and one and one-half

mills for permanent highway construction to continue. Under conditions now existing in the state if any change is made it ought to be to reduce rather than to increase the levies.

CAPITOL BUILDINGS AND GROUNDS.

Two years ago the Legislature passed an act authorizing the issuance of bonds against the capitol building fund to the amount of $4,000,000.00, the proceeds to be used in paying back to the general fund of the state the amount advanced from that fund in the past, which at the present time is approximately $661,263.00; to take up all outstanding warrants which with interest due amount now to about $530,265.00; and for the purpose of completing the Temple of Justice and doing other construction work necessary in connection with a permanent group of capitol buildings. Under the provisions of the act the guarantee of the state was given to the bonds and interest which might accrue thereon.

The right of the Legislature to make the guarantee was questioned, and before undertaking to follow the provisions of the law, the questions involved were submitted to the Supreme Court for adjudication. The Court held the act to be unconstitutional in respect to the guarantee. The situation now is that the bonds have only the capitol lands behind them as security, and with this condition existing, up to the present time it has been impossible to dispose of them.

Feeling that the purchase of lands, not heretofore acquired and which are absolutely necessary in connection with the capitol grounds was of vital importance, arrangements were made with a number of banks for them to purchase warrants issued against the capitol building fund in payment of lands purchased by the Capitol Commission.

Authority to secure the property was given under an act of the Legislature passed at the extraordinary session held in 1909. All of the lands covered under this act have been pur-

chased by the Commission excepting two lots. Upon the disposal of the condemnation suit now pending covering these lots, the state will be the owner of all lands provided for in the act. In compliance with the request of the Capitol Commission, the City Council of Olympia has vacated the streets running through the Capitol Grounds and today the state is the owner of a capitol site of about twenty-nine acres.

It is the unanimous opinion of the Commission that a suitable entrance to the grounds can be secured only by purchasing the two blocks bounded by Twelfth and Thirteenth streets and Main and Water streets. Upon one of these blocks is now located the Olympia High School. A suitable location for the High School can be secured immedately across Main street and a price has been fixed on this property by the owner. Personally, I hope the Legislature will give authority to the Commission to secure the two blocks, and also to purchase a small piece of property at the west of the state's holdings and running to the high water line. This is small in area and of little real value to its present owners. By its purchase the state would then have ownership of all the hillside property to high water line surrounding the capitol site, and then no matter to what degree the state's needs may grow it will never be necessary to purchase more ground for capitol building purposes.

On account of the unfinished condition of the Temple of Justice and the inability of the Capitol Commission to float bonds and secure funds for its completion, and for the purpose of protecting that part of the building now constructed and in use it has been necessary to award a contract for a permanent roof. The cost is being paid from the Temple of Justice Maintenance Fund. Had this action not been taken it is probable that very soon great damage would have resulted to the plastering and interior of the building.

Much time has been spent by the Capitol Commission in an endeavor to figure out some method whereby the bonds author-

ized might be sold. Up to the present time the problem has not been solved. Some months ago the Attorney General was requested to investigate the question and has given much thought to the matter. I would suggest that the committee appointed to consider the question of Capitol Buildings and Grounds confer with the Attorney General and possibly some plan may be devised from which results can be obtained. I do not feel that the general fund of the state ought to be drawn upon for this purpose and in this view the Commission unanimously concurs. The Capitol lands, without doubt, will eventually bring sufficient funds to pay for the construction of all buildings necessary and to repay advances made from the general fund. I feel that from the moneys derived from the lands, in addition to meeting the cost of buildings and improvement of grounds, a permanent fund can be established, the interest from which will be sufficient to maintain the buildings and grounds, and thus the taxpayers relieved from the necessity of raising the maintenance cost by general taxation. This condition, of course, can not be brought about until all, or practically all, of the State Capitol Lands have been sold.

I would respectfully recommend that an appropriation be made to pay all interest charges on warrants now outstanding against the Capitol Building fund and on which interest has been guaranteed by the state and also to cover the interest on warrants issued during the present biennium for the purchase of lands for Capitol site.

FISHERIES DEPARTMENT.

During the past two years every effort has been put forth by the Fisheries Department to bring about greater results in the propagation of salmon and also in securing the equipment necessary to better enforce the fisheries laws. The receipts from licenses and fees have been greater than ever before. The output of spawn from the hatcheries is far in excess of any

previous biennium. New hatcheries have been constructed and a new patrol launch sixty-five feet in length built and put into service making it now possible to do patrol duty whenever necessary. It was unsafe to venture out with the launch in use two years ago excepting under the most favorable weather conditions. These results have been accomplished with the appropriations made for the department two years ago and your honorable body will not be called upon to make an appropriation to cover a deficiency as was the case at the last session of the Legislature.

The development of the fishing industry has been such that today it is one of the chief industries of the state. Every effort ought to be put forth by the state to make possible further advancement. This can be done by constructing and operating more hatcheries and passing such laws as will protect the interests of the state in the catching, canning and using of the fish. The operations of the state are assisting materially in increasing the run each year of certain kinds of salmon. Those engaged in the industry are the direct beneficiaries. I believe that in order to bring about a better control and also to make the laws clearer, this Legislature ought to pass a bill covering all matters relating to fisheries and repeal existing laws. In this bill I feel that provisions ought to be made to materially increase the revenue derived by the state.

Legislation is also necessary providing for the proper handling of the oyster industry and provisions ought to be made in the bill to protect and assist in developing, to a greater degree, the propagation of other kinds of fish and of crabs, shrimps, etc. I consider the passage of a new fish code one of the important duties of the Legislature.

It was the intention to have prepared and presented to your honorable body such a bill. The rough draft was completed too late to allow a sufficient time for its consideration.

A bill will be presented to the Legislature providing for a change in the law, known as the "Callow Act" under the provisions of which oyster lands to the amount of approximately six hundred and eighty-one acres were transferred by the state to the present owners. I respectfully suggest that this bill be given your consideration and would further suggest that legislation be passed providing for the reversion to the state of all oyster lands which have not been put to the use of producing oysters, within a reasonable time, as called for under the deeds of conveyance. In many cases lands have been purchased under the laws providing for the sale of oyster lands, and no effort whatever has been made to put the lands to the uses for which they were purchased. For your further information I might add that there have been sold approximately 34,513 acres of oyster lands under the provisions of the "Bush Act," and 1,055 acres under an act passed by the Legislature of 1907.

GAME DEPARTMENT.

The game code, passed at the last session of the Legislature, came before me for consideration after the adjournment of the Legislature. There were a number of objections made to the bill and I met and consulted with a committee, consisting of persons from different parts of the state, in relation to its provisions. It was the unanimous opinion of the committee that while the bill had many provisions not satisfactory it was preferable to the then existing laws, and upon this recommendation I approved it. There will be presented for your consideration a bill drafted to correct the law passed two years ago.

HOTEL INSPECTION.

The financial report of the State Hotel Inspector, beginning with the present appropriation period on April 1st, 1913, and up to December 31st, 1914, shows that the receipts of the department, from fees collected during that time, have been $27,-

190.00, while the expenditures during the same period amount to $15,639.48. This indicates that collections during the twenty-one months have exceeded the expenses by $11,550.52.

Recommendations will be made to your honorable body suggesting a reduction and revision of the fees to be collected. From an examination of the changes to be requested, I am inclined to the belief that their adoption would result in a more equitable charge upon those who are called upon to pay the cost of maintaining this department.

STATE MILITIA.

At no time in its history has the national guard been more efficient than it is today. Complete harmony exists and the officers and enlisted men are working together to bring about, if possible, an even higher degree of efficiency. The showing made at the encampment held in July last received the commendation of the federal inspector who was detailed for duty and who spent several days at the camp. The medical corps rendered valuable assistance at Centralia during the typhoid epidemic in that city. The report of the Adjutant General has been placed in your hands. I would respectfully urge your careful consideration of the recommendations made by him.

BANKING DEPARTMENT.

I would respectfully recommend that the State Banking laws be amended so that banks organized and doing business as State Banks may be able to accept the provisions of the Federal Reserve Act.

The title of the state officer in charge of our banking department is State Examiner. This title is used by other departments of the state and results in confusion. The name State Examiner does not in itself indicate any connection with banking and I would recommend that it be changed to State Bank Examiner.

PUBLIC SERVICE COMMISSION.

In the death of Judge M. M. Godman, Chairman of the Public Service Commission, the state suffered a great loss. As a member of the convention which gave to the state its constitution; as a superior court judge and as a member of two Legislatures he rendered valuable service. The good work done by him as Chairman of the public service commission during the short time he occupied that position proved him to be a man well qualified for its duties. In his death the state lost one of its most valuable officials.

It is probable that there will be introduced for your consideration some bills providing for a curtailment of the powers of the public service commission in relation to the regulation of public utilities within the boundaries of municipalities. Personally I feel that the tendency ought to be to increase rather than to decrease the power of the state commission and that the state commission ought to be given regulative power over municipally owned utilities.

The report of the public service commission has been printed and is in your hands. Its duties make it one of the most important departments of the state. I hope its recommendations will be carefully considered by your honorable body.

I desire to recommend that the grain department be placed under the control of the department of agriculture. It is now under the control of the public service commission.

PANAMA-PACIFIC AND PANAMA-CALIFORNA EXPOSITIONS.

Two hundred thousand dollars was appropriated two years ago for the Panama-Pacific Exposition to be held at San Francisco. A provision in the law gave the power to the Exposition Commission to use not to exceed $25,000.00 of the appropria-

tion in making an exhibit at the Panama-California Exposition at San Diego if deemed advisable.

As members of the commission I appointed Honorable John Schram of Seattle, Mrs. W. A. Holzheimer, Seattle, Honorable Frank L. Hale, Tacoma, Honorable Huber Rasher, Spokane and Mrs. H. W. Allen of Spokane.

A building has been constructed at San Francisco at a cost of $46,000.00. It is entirely completed and many of the exhibits have been installed. It was decided by the Commission to use $25,000.00 of the $200,000.00 appropriation, at the San Diego Exposition. The building constructed there cost approximately $8,400.00. On January 1st, there had been expended from the $200,000.00 appropriation the sum of $81,369.11 leaving a balance of $118,630.89 on hand.

In its report of December 31st, the commission says "we take pleasure in reporting that we will be able to complete the work and maintain the exhibits throughout the exposition period with the funds already appropriated." My personal feeling is that in making an appropriation of $200,000 the maximum amount necessary was allowed and I do not feel that any further appropriation ought to be made, nor do I think it is required. With the funds available the state will be able to make a most creditable showing. The Exposition at San Diego opened on January 1st, and that at San Francisco will open February 20th.

NON-SALARIED COMMISSIONS.

In the state we have a number of non-salaried commissions, consisting principally of state officers. I believe many of these could be abolished or consolidated. For instance, we have a fish commission consisting of the Governor, the State Treasurer and Fish Commissioner. We also have an oyster commission its membership being the Governor, the Commissioner of Public Lands and the Fish Commissioner. The duties of these com-

missions ought to be placed in the hands of one commission. The public property commission and the public archives commission ought to be legislated out of existence and the duties now prescribed for these commissions performed by the Board of Control.

STATE LIBRARY.

Under existing laws the State Library is in charge of a commission consisting of the nine members of the Supreme Court, the Attorney General and the Governor. At a meeting of the commission held some months ago it went on record asking the Legislature to be relieved from its duties. The Law Library is in charge of the Supreme Court and it appears to me proper that it should be. I feel, however, that the members of the court ought to be relieved from the duty of having charge of the general library of the State. There is also a law which created a State Library Advisory Board and gave to the members of this board certain duties in connection with the State Library. This law ought also to be repealed and a new board created having full charge of the State Library. By following this course we would be placing in the hands of one board the duties now performed by two non-salaried commissions or boards.

FORESTRY DEPARTMENT.

The report of the Forest Commission and Fire Warden show that the department will be able to return to the state treasury at the close of the biennium an unexpended balance of about $20,000.00. When we consider the large amount of work made necessary as a result of the long period without rain during the past season I feel that the financial showing is an excellent one.

The State Fire Warden has at my request made some investigations in relation to the possibility of devedopment of the state's logged off lands. This development is of vital importance to the state; I would respectfully suggest that the Legis-

lature call upon him for such information as he may have secured and that it be given your careful consideration.

The Forest Commission consists of Honorables E. G. English, W. W. Emery, Frank B. Cole, and Pat McCoy who, under the law, are appointed by the Governor; the Commissioner of Public Lands is the other member of the Commission. The four men appointed by me are persons thoroughly informed regarding the timber situation and the duties of the Commissioner of Public Lands are along lines which make him a valuable member of this Commission.

PREPARATION OF BUDGET.

I strongly urge that authority be given the State Board of Finance to call upon all Departments and Institutions each two years for a complete and itemized statement of all appropriations required for the conduct of the Departments and institutions for the succeeding biennium; that the statements be furnished not less than ninety days before the convening of the Legislature and that the Board be given power to call upon any person connected with the Departments or Institutions for information that may be of assistance in determining the amounts the Board shall recommend be appropriated by the Legislature. I also recommend that the Board be authorized to visit and inspect any Department or Institution, if it is deemed necessary, for the purpose of securing information. I further recommend that the Board of Finance have the authority to reduce or increase the amounts that may be recommended to it by any Department or Institution and that it shall prepare, have printed and mail to each member of the Legislature, not less than fifteen days before it convenes in regular session, a complete statement of its recommendations, in proper form for use in the appropriation bill.

This Board ought also to have the power to check over all department and institution reports before they are placed

in the hands of the State Printer and to eliminate as much as in its judgment seems proper, from the printed report. By the adoption of such a plan unnecessary duplication could be avoided and much matter, printed under the present system and of little or no value to the reports, could be eliminated.

The adoption of such a plan would be of material assistance to the Legislature; it would not, nor could such a law, in any way affect the right of the Legislature to make any changes it might deem proper. It would, however, result in having requests for appropriations placed before it in a much more satisfactory manner than has been done in the past and in addition would also carry the recommendation of the three elective officers whose duties keep them most closely in touch with the finances of the state. The Board of Finance consists of the Governor, the State Auditor and the State Treasurer.

I sincerely hope that such a law will be passed by your honorable body.

STATE TREASURER.

In his report the State Treasurer strongly urges the passage of an act authorizing and legalizing action on his part in carrying overdrafts, by paying warrants issued against funds in which there are no moneys on hand, from moneys he may be carrying in other funds and for which there will be no immediate call. This rule has been followed by the present State Treasurer and also by his predecessor. It has resulted in a large saving to the state in interest charges which would have accrued had warrants been marked "not paid for want of funds." If the plan is considered a good one to follow, it is but fair for the Legislature to authorize it and not expect the State Treasurer to continue it without legislative approval.

Some have suggested that the bill be made to cover only the general fund. The recommendation made by the Treasurer is that it cover all state funds. If it is decided to follow his rec-

ommendation, might it not also be advisable to provide that the approval of the State Board of Finance be given, in connection with each fund, before its provisions shall be followed by the Treasurer? I feel sure such a provision would meet with the approval of the State Treasurer.

I also believe the law should provide that no loan should be made in excess of 75 per cent of the expected revenue of a fund for which a loan is required.

RURAL CREDIT.

Senate Joint Resolution No. 7, passed by the Senate on March 6th, and by the House on March 8th, 1913, provided for the appointment of a commission consisting of three members, one to be selected by the President of the Senate, one by the Speaker of the House and the third by the Governor, whose duty it should be to co-operate with similar commissions appointed in other states, "in the investigation of the various systems of land mortgage banks and other forms of agriculture or rural credit now existing in various countries, with a view to adapting the same, or any combination thereof or improvement thereon, to the needs and conditions of this state, or devising some independent practical plan of procuring cheap money for agricultural development." The Legislature provided an appropriation to carry out the provisions of the Joint Resolution in the supplemental budget in the following language: "For expenses of land mortgage bank commission as authorized by Senate Joint Resolution No. 7, $2,500.00."

The President of the Senate appointed as the Senate member of the commission, Honorable Ralph Metcalf, the Speaker of the House appointed Honorable Victor J. Capron, a member of the House, and I selected as my appointee Honorable Clark Black. Inasmuch as the general commission, of which the members from this state became a part, contemplated spending some time in Europe studying conditions it was found that

the appropriation of $2,500.00 was far too small to pay the expenses of three members. An arrangement was finally made whereby Honorable Ralph Metcalf and Honorable Clark Black agreed to represent the State of Washington and advance any amount in excess of $950.00 each, personally; $600.00 of the appropriation was turned over to the American Commission to assist in the payment of the general expenses of that commission.

The report made by the commission is voluminous and was not received by me in time, nor were legislative recommendations submitted, so that I could comply with that part of the resolution directing me to have the bills, recommended by the commission, printed and sent to the members-elect of this Legislature not later than November 30th, 1914.

The complete report of our commission contains almost one hundred thousand words. Much of it has been published by some of the newspapers of the state. It enters fully into an explanation of the rural credit methods in vogue in Europe. In addition to spending the time necessary to secure the information and prepare the report, the two members who visited Europe have also addressed audiences on this subject in different parts of the state. Their suggestion that the report be printed for free distribution in the state is entitled to your consideration.

Honorable Ralph Metcalf and Honorable Clark Black are both members of the present Legislature. It is probable that they will submit to your honorable body their views by the introduction of a bill or bills embodying a practical method of putting into effect in the State of Washington the principle of rural credit.

POWDER FACTORY.

Two years ago an appropriation of $50,000.00 was made for the establishment of a state powder factory. The language used in making the appropriation provided that the Governor

might, if he deemed it advisable, appoint a committee to make an investigation as to the feasibility of the state's operating a powder plant before proceeding with its construction. Having no knowledge of the cost of production of powder nor of the probable cost of a plant for its manufacture I decided to appoint a committee to make the investigation. The act provided that the Chemist of the State College should be one of the members of the committee; I appointed Honorable John A. Rea and Honorable Ralph Metcalf as the other two members.

After months spent in investigation and study the committee made its report. Its findings indicate that a factory suitable for the manufacture of stumping powder will cost approximately $50,000.00; that the powder can be manufactured at about seven cents per pound and that a fund would have to be appropriated by the Legislature in addition to that already appropriated, to be used in the purchase of raw materials, payment of operating expenses, etc. The committee in its report did not indicate what amount would be required for this purpose.

After carefully considering the report I did not feel that I ought to direct the construction of the factory, as there would have been no fund for its operation available when completed. The report was printed and has been placed in the hands of each of the members of the Legislature. Should you decide in favor of the establishment of the powder factory it will be necessary to reappropriate the fund made available two years ago and also to appropriate a sufficient amount for its operation.

PALOUSE PROJECT.

The Legislature of 1913 appropriated the sum of $10,000.00 to be used in making an investigation regarding the feasibility of what is known as the Palouse Project. Realizing that but little of value could be accomplished with this small amount of money I requested the Secretary of the Interior to

join with the state in the investigation and to set aside for this purpose, from the Reclamation fund, an amount equal to the state's appropriation. An agreement was entered into and the investigation made. Present indications are that favorable action will be taken on the project by the reclamation department, and should funds become available, I feel that the development of the project will be undertaken. I had hoped it would be possible to place a printed copy of the report in the hands of each member of the Legislature. When all of the expenses incurred in making the investigation had been paid it was found that the balance left was not sufficient to pay the cost of printing the number of reports that would be required.

SCHOOL BOOKS.

The State of California has gone into the business of publishing and furnishing free text books to the public school children. The figures sent out from that state indicate a saving of over a quarter of a million dollars a year on its school books by publishing them itself. The State of Kansas is following the lead of California and a number of other states are investigating the matter. I believe the text books used in our state are costing much more than they should and would respectfully recoommend that authority be given to have an investigation made and that recommendations be submitted to the next Legislature covering this important matter. Or better still, would be the appointment of a committee by the Legislature at an early date so that an investigation might be made, the report submitted and action taken at this session. If favorable action is taken by your honorable body the plan could provide for the sale of the text books to the boards of education of the state at actual cost of production.

STATE FLAG.

In my message to the Legislature two years ago, I recommended the passage of an act authorizing a committee of state officers to select and adopt an official flag for the state. A bill was introduced following the line of this suggestion; it passed the House but failed of passage in the Senate. Most of the states of the Union have such a flag. The recommendation I made two years ago was as a result of suggestions from a number of citizens of the State. I, personally, can see no objection to its adoption. During the coming year it is probable that each state having a building at the Expostions being held at San Francisco and San Diego will have floating over it, its state flag. It is for such purposes the flag could be used, and would not detract from the Stars and Stripes, nor at any time would it, nor could it, take the place of the Stars and Stripes, as appeared to be the fear expressed by some of those who opposed the bill. I mention the matter at this time so that the recommendation made two years ago may be better understood and for the purpose of again placing it before you for such action as may be deemed proper.

STATE ARCHITECT.

Two years ago I recommended to the Legislature that a law be passed providing for the appointment of a State Architect. With the number of new buildings constantly being constructed and the repairs and improvements necessary to the buildings in use, I am sure that a great saving could be made and also that more satisfactory results would be obtained by adopting this recommendation. During the present biennium there has been expended by the state over $40,000.00 for architects' fees and superintendence of new buildings constructed. I again renew the recommendation made to the last Legislature.